

File No. PDA-001-02-NBD Final Approved February 4, 2015

To: City of St. Louis Planning Commission

From: Don Roe, Director

Subject: Resolution for Amendment #2 of A Plan for the Neighborhoods if the 5th Ward

Date: February 4, 2015

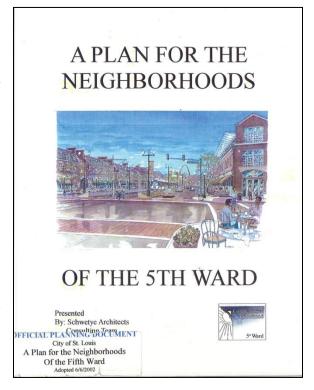
Summary

Submittal: Amendment of Neighborhood Plan for Planning Commission review and adoption.

A Plan for the Neighborhoods of the 5th Ward was adopted as a neighborhood plan in March of 2002. The plan covers four entire Neighborhoods and portions of four others.

The Proposed Cass Ave., Jefferson Ave./Parnell St., Montgomery St., N. 22nd St. Redevelopment Area ("Redevelopment Area") appears in the 5th Ward Plan as mostly "Proposed Large Land Use (For Further Study)" north of Cass Ave. in St. Louis Place Neighborhood and "Mixed Use" south of Cass Ave. in Carr Square Neighborhood.

The potential National Geospatial-Intelligence Agency (NGA) facility addresses the "Proposed Large Land Use" with the Redevelopment Plan as the "Further Study". PDA staff finds the Mixed Use category to be the most appropriate proposed land use that describes the various land uses included in the NGA and Pruitt Igoe sites. Mixed Use would also be appropriate under the Chapter 99 Plan if the NGA chooses to go elsewhere.



This plan amendment focuses on map and text changes needed in A Plan for the Neighborhoods of the 5th Ward prior to adoption of a Redevelopment Plan for the proposed Redevelopment Area.

This resolution for Amendment #2 of A Plan for the Neighborhoods of the 5th Ward was on the City's Web Site and at PDA offices before the February 4, 2015 Commission meeting / public hearing. The Final Resolution for the plan as approved on February 4, 2015 is available at PDA offices and on the Web Site under Adopted Plans.

Recommended Action

That the Planning Commission finds Amendment #2 of A Plan for the Neighborhoods of the 5th Ward, as detailed in this resolution, to be in conformity with the City's Strategic Land Use Plan's Opportunity Area per Amendment #12 and that Mixed Use is the most appropriate proposed land use for the Redevelopment Area under the 5th Ward Plan, and thus **adopts Amendment #2 of A Plan for the Neighborhoods of the 5th Ward.**

1.0 Background

Adopted Plans

A neighborhood plan is intended to provide a more detailed framework of analysis for an area than the City's Strategic Land Use Plan (SLUP) of the St. Louis Comprehensive Plan, which is the City's general land use plan.

A Plan for the Neighborhoods of the 5th Ward was adopted by the Planning Commission as a neighborhood plan in March of 2002. The Neighborhood Plan's study area includes four neighborhoods in their entirety (St. Louis Place, Carr Square, Columbus Square and Old North St. Louis) and well as portions of four other neighborhoods. Amendment #1 of the Neighborhood Plan was approved by the Commission on June 2, 2004. Amendment #1 facilitated the development of a multiple-family elderly housing facility in the St. Louis Place Neighborhood.

The Neighborhood Plan classified every portion of the Fifth Ward into one of 14 proposed land uses which are listed in the legends of the various attached proposed land use maps. The Redevelopment Area includes seven proposed land uses: Single Family, Mixed Use, Light Industrial, Transportation/Utilities or Communications, Institutional/Community Facilities, Parks & Recreation and Proposed Large Land Use (For Further Study). (See Exhibit A, page 5).

Proposed Large Land Use was the designation for most of the Redevelopment Area north of Cass Ave. Due to a lack of consensus as to what the proposed land use should be this area, this designation called for more in-depth study. The Neighborhood Plan recommended that the proposed land use for this area should be determined by any or a combination of the following: "A subsequent revision to this Plan; Chapter 99/100/353 Process; Community Unit Plan or Planned Unit Development" and that "All of these will be subject to future review and determination by the Planning Commission"

The Pruitt-Igoe Site, which is the portion of the Redevelopment Area south of Cass Ave. was proposed in the Fifth Ward Plan for Mixed Use. Plan recommendations for the vicinity of the Pruitt-Igoe Site include maintaining the number of schools "as a collective campus-like environment, providing linkage between facilities to the north, east and west." The plan foresees a mix of uses including churches, schools, institutions, public facilities and open space.

Proposed Land Use Changes to the Neighborhood Plan

Proposed Amendment #2 (Exhibit A) is based on a proposed Chapter 99 Blighting Study and Redevelopment Plan that was initiated by the Land Clearance for Redevelopment Authority of the City of St. Louis (LCRA). The Redevelopment Plan is intended to facilitate the long-term development of the area and a potential 142-acre site including the former Pruitt-Igoe site and an area northward to the alley south of St. Louis Avenue between N. Jefferson/ Parnell on the west and N. 22nd on the east.

The potential National Geospatial-Intelligence Agency (NGA) facility addresses the "Proposed Large Land Use" with the Redevelopment Plan as the "Further Study". A major large land use such as the NGA is composed of a variety of uses in a campus-like environment with surrounding open space. The Mixed Uses proposed for the Pruitt-Igoe site can provide a transition from the school campus south of the Redevelopment Area to the potential mix of uses north of Cass either with the NGA or alternative mix of uses via other developers.

PDA staff finds the Mixed Use category (See Exhibit A, page 7) to be the most appropriate proposed land use that describes the various land uses included in the NGA and Pruitt Igoe sites. The Neighborhood Plan inclusive of Amendment #2 designates the entire Redevelopment Area as Mixed Use.

The Mixed Use designation would provide for the development of the National Geospatial-Intelligence Agency facility, the continuing of existing uses if NGA did not happen, as well as the needed flexibility for other proposed development projects if the proposed facility is not built on the site. It would also provide flexibility for the development of the area south of Cass Ave. Thus, the proposed Redevelopment Plan would be in conformity with A Plan for the Neighborhoods of the 5th Ward.

The table below contains descriptions and information on the approved changes for the study area from six of the Area's current Proposed Land Uses in the Area to the seventh proposed land use (Mixed Use). The six land uses include 1) Proposed Large Land Use (for further study) that covers a majority of the area north of Cass, 2) a node of Light Industrial uses located along Jefferson just north of Cass, 3) a node of Single-Family uses near Parnell just south of St. Louis, 4) two Institutions/Community Facilities along Cass, 5) two Parks & Recreation uses along Cass, and 6) a small node of Transportation/Utilities or Communications south of Cass.

Table of Approved Changes to A Plan for the Neighborhoods of the 5th Ward --Amendment #2

Description of Area or Project	Neighborhood Name	Nbr #	Current "Proposed Land Uses"	Approved "Proposed Land Uses"
Proposed Cass Ave., Jefferson Ave./Parnell St., Montgomery St., North 22 nd St. Redevelopment Area	St. Louis Place Carr Square	60 61	Single Family Light Industrial Transportation/Utilities or Communications Institutional/Community Facilities Parks & Recreation Proposed Large Land Use (For Further Study)	Mixed Use

Specific Changes of Amendment #2

The following proposed changes to A Plan for the Neighborhoods of the 5th Ward which constitute Amendment #2 (Exhibit A) are discussed via 1) the attached text, 2) aerial photography, 3) project area plan and 4) the Neighborhood Plan's Maps as listed below, which collectively form the Amendment #2 as posted on PDA's Planning Page on the City of St. Louis Website at http://www.stlouis-mo.gov/planning.

Existing Neighborhood Plan's Proposed Land Use Map for Entire Study Area

- Proposed Land Use Map for Entire Study Area to Change with Amendment #2. (Exhibit A, page 6)
- Insert of Area of Proposed Land Use Map to Change to Mixed Use (for Entire Study Area) (Exhibit A, page 7)

Existing Neighborhood Plan's Proposed Land Use Map for St. Louis Place Neighborhood

- Proposed Land Use Map for St. Louis Place Neighborhood to Change with Amendment #2. (Exhibit A, page 9)
- Insert of Area of Proposed Land Use Map to Change to Mixed Use (for St. Louis Place Focus Area) (Exhibit A, page 10)

Existing Neighborhood Plan's Proposed Land Use Map for Carr Square Neighborhood

- Proposed Land Use Map for Carr Square Neighborhood to Change with Amendment #2. (Exhibit A, page 12)
- Insert of Area of Proposed Land Use Map to Change to Mixed Use (for Carr Square Focus Area) (Exhibit A, page 13)

Public Hearing/Public Comments

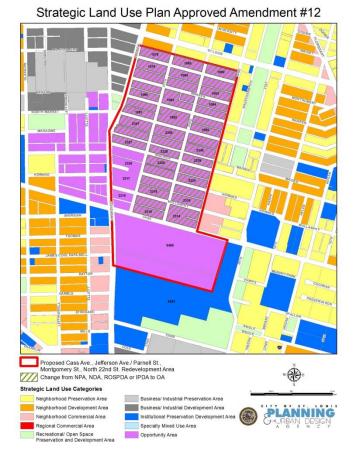
- Public comments were solicited via public notices in the City Journal and the St. Louis Daily Record on Tuesday January 13, 2015. Written and oral comments were made at the Public Hearing and prior to the hearing in care of Roman Kordal by email at kordalr@stlouis-mo.gov by postal mail to Roman Kordal, City of St. Louis Planning & Urban Design Agency, 1520 Market St., Suite 2000, St. Louis, MO 63103, or by fax at (314) 613-7014. The Public Notice includes information about Amendment #2 to A Plan for the Neighborhoods of the 5th Ward is posted on the City's Web Page at http://www.stlouis-mo.gov/planning.
- Written comments by e-mail or fax were accepted prior to the Public Hearing. John Thro supported amending the 5th Ward plan to accommodate the relocation of the NGA to the old Pruitt Igoe site, which the Federal Government left as a huge, overgrown, trash-filled site for over 30 years. He expressed that the neighborhood just north of Cass is pretty well gone, and corn fields are not a good use of urban land. Sheila Rendon opposes this project and feels the community would be better served by infill. She has been in this community for over 50 years and relocation will be financially unreasonable. Joyce Cooks stated she had not been informed of all that's going on in Ward 3 and worries that this process is not for the public good, but rather land banking for the private gain of Paul McKee.
- At the February 4, 2015 Planning Commission meeting, Dick Zerega of the PDA Staff, presented an overview of the proposed Amendment #2 to A Plan for the Neighborhoods of the 5th Ward and summarized the handout that had been previously provided to the Commissioners, previously available on the City's Website, and available to the public at the meeting.
- Alderman Tamika Hubbard provided her comments in support of the NGA project and the amendment to the Neighborhood Plan. Isaiah Hair stated that he was now a resident of the Third Ward, but recalled his involvement with this plan in 1999 and that there were many meetings at the time. He is opposed to this amendment. Joyce Cooks spoke against the plan amendment and the project, and was concerned that it was unclear who would get the land being purchased if NGA did not choose the site. Karen Taylor on behalf of Browney's Nine Holding Co. No. One, LLC spoke and indicated her opposition to the plan amendment and project. She expressed her concern that it was unlikely NGA would select the site with its potential environmental problems and disgruntled residents, and that the process may be a ploy for Northside Regeneration to obtain eminent domain rights and acquire property itself. Charlesetta Taylor, also representing Browney's Nine Holding Co. No. One, LLC, also expressed her opposition to the plan amendment and project. James Meinert expressed his opposition as well, and observed that race may be a factor and that no members of the public had appeared in support of the plan. Virginia Druhe noted that the people still in the area chose to remain after others had left and were there by choice, and expressed her opposition to the amendment and project. Mark Baker also expressed his opposition to the project and plan amendment, and said that there should be no eminent domain until all efforts have been exhausted. Otis Williams, Executive Director of the St. Louis Development Corporation, responded to comments from the public. Pastor Davis indicated he had the same comments that were provided in the prior public hearing on SLUP Amendment #12. (Pastor Jonathan Davis expressed his frustration that he had been told eminent domain would not be used and now it was proposed, that his asking price was \$3 million for his property, and that he was opposed to the project). Isaiah Hair returned to the podium stated he believed the project required too much property and should be reduced in scale, and that he was opposed to the plan amendment. As there were no further comments from the public present, Planning Commission Chair Susan Stauder noted that written comments had been received and would be placed in the record, and closed the public hearing. The Commission took a recess to confirm no further written comments had been received due to the inclement weather by people who may have intended to attend. No additional comments were received.

2.0 Comments

The City's Strategic Land Use Plan (SLUP) as amended by Amendment #12 designates the entire Redevelopment Area as an Opportunity Area (OA), as shown on the SLUP map to the right.

The OA Strategic Land Use Category is defined as: "Key underutilized locations where the use of the land is in transition. Location and site characteristics of these areas offer particular challenges/opportunities that could be advantageous to a range of development activity. This designation is intended to be flexible and specific development proposals will be entertained as they present themselves."

The OA designation accurately reflects both the existing character of the site, as well as provides the needed flexibility for other proposed development projects and proposed land uses if the proposed National Geospatial-Intelligence Agency facility is not built on the site. Thus, the proposed Redevelopment Plan is in conformity with the City's Strategic Land Use Plan.



2.1 Public Input

The Commission held a presentation about Amendment #2 and conducted a public hearing on Amendment #2 of A Plan for the Neighborhoods of the 5th Ward at its February 4, 2015 meeting.

2.2 Previous Commission Action

The Planning Commission approved A Plan for the Neighborhoods of the 5th Ward at the March 2002 meeting.

The Planning Commission approved Amendment #1 to A Plan for the Neighborhoods of the 5th Ward at the June 2004 meeting.

At the January 2015 meeting the Planning Commission approved a motion to authorize the PDA Director to commence the public hearing process for Amendment #2 to A Plan for the Neighborhoods of the 5th Ward.

2.3 Requested Action

City of St. Louis Ordinance #64687, Section 12 states: "The Planning Commission may direct the Agency Director to prepare Neighborhood Plans or plans relating to combinations of neighborhoods, Topical Plans, or other plans addressing issues deemed to be of importance to the city. In all cases the Planning Commission shall have the right to review, modify, and adopt or reject such plans."

Requested Recommendation

That the Planning Commission finds Amendment #2 of A Plan for the Neighborhoods of the 5th Ward as detailed in this resolution, to be in conformity with the City's Strategic Land Use Plan's Opportunity Area per Amendment #12, and that Mixed Use is the most appropriate proposed land for the Redevelopment Area under the 5th Ward Plan, and thus **adopts Amendment #2 of A Plan for the Neighborhoods of the 5th Ward.** And further that the Planning Commission directs the Director of the Planning and Urban Design Agency to amend, modify and otherwise update materials, computer files and other records pertaining to A Plan for the Neighborhoods of the 5th Ward.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY OF ST. LOUIS PLANNING COMMISSION AS FOLLOWS:

- 1. Amendment #2 of A Plan for the Neighborhoods of the 5th Ward is hereby found to be in conformity with the City's Strategic Land Use Plan and to follow A Plan for the Neighborhoods of the 5th Ward's advice to further study Proposed Large Land Use per the related Redevelopment Plan and adopts Amendment #2 of A Plan for the Neighborhoods of the 5th Ward.
- 2. The Director of the Planning and Urban Design Agency is hereby directed to amend, modify and otherwise update materials, computer files and other records pertaining to A Plan for the Neighborhoods of the 5th Ward.
- 3. The Director of the Planning and Urban Design Agency is hereby directed to notify the Board of Aldermen of its adoption of Amendment #2 of A Plan for the Neighborhoods of the 5th Ward.

Exhibit A

Proposed Amendment #2 of A Plan for the Neighborhoods of the 5th Ward Proposed Cass Ave., Jefferson Ave./Parnell St., Montgomery St., North 22nd St. Redevelopment Area Background Information

Proposed Amendment #2 is a proposal to amend A Plan for the Neighborhoods of the 5th Ward, an adopted Neighborhood Plan, for an area located in the St. Louis Place and Carr Square neighborhoods.

Proposed Amendment #2 is based on a proposed Chapter 99 Blighting Study and Redevelopment Plan that was initiated by the Land Clearance for Redevelopment Authority of the City of St. Louis (LCRA). The Blighting Study and Redevelopment Plan for the Cass Ave., Jefferson Ave./Parnell St., Montgomery St., North 22nd St. Redevelopment Area is intended to facilitate the long-term development of the area and a potential new facility for the National Geospatial-Intelligence Agency. The approximately 142-acre site (including rights-of-way) includes a portion of the former Pruitt-Igoe site and an area extending northward to the alley located south of St. Louis Ave., between N. Jefferson Ave/Parnell St. on the west and N. 22nd St. on the east. (See the attached aerial photo for the location of the Redevelopment Area.)

The Redevelopment Area is located northwest of Downtown and is in the heart of the NorthSide Regeneration Area, a large TIF district that includes large concentrations of blighted property.

The majority of the Redevelopment Area consists of vacant land. Other existing land uses include residential (single-family homes and other residential uses), commercial, institutional and industrial. A significant number of these buildings are currently vacant.

The current National Geospatial-Intelligence Agency facility -- an arm of the U.S. Defense Department -- is located at 3200 S. 2nd St., along the Mississippi River just south of the Anheuser-Busch complex. Due to concerns over the age and condition of its existing facility, the agency is looking at several sites in the St. Louis metropolitan area to relocate to. The City of St. Louis proposes to keep the agency and its 3,000 employees in the City by having it relocate to the Redevelopment Area. It's expected that that the agency will select a site by 2016 and complete its move in 2021 or 2022.

The proposed facility would be located north of Cass Ave., although it may require some additional land south of Cass Ave. Future land uses for the area south of Cass Ave. have not yet been determined. Thus, the proposed land uses for the Redevelopment Area are broadly identified as "Institutional, Commercial and/or Residential Use", as shown in the attached Blighting Study and Redevelopment Plan's Project Area Plan. This designation would also apply if the agency didn't relocate to the site.

In order to prepare the site for the proposed development and demonstrate that the City has the capacity to make the site available for redevelopment, LCRA will need to, among other tasks, make provisions to acquire the remaining parcels in the Redevelopment Area and make provisions to vacate many, if not all, of the existing rights-of-way in the Redevelopment Area.

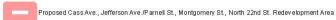
Currently, the Redevelopment Area includes the following seven proposed land uses: Single Family, Mixed Use, Light Industrial, Transportation/Utilities or Communications, Institutional/Community Facilities, Parks & Recreation, and Proposed Large Land Use (For Further Study). The latter proposed use was designated for most of the Redevelopment Area north of Cass Ave. Due to a lack of consensus as to what the proposed land use should be for this area and time constraints in completing the Neighborhood Plan, this designation called for more in-depth study. The Neighborhood Plan recommended that the proposed land use for this area should be determined by any or a combination of the following: "A subsequent revision to this Plan; Chapter 99/100/353 Process; Community Unit Plan or Planned Unit Development" and that "All of these will be subject to future review and determination by the Planning Commission." The Neighborhood Plan further stated that: "Future development should respect the surrounding land uses, especially the schools and residential neighborhoods. Future land uses should be compatible with these facilities and should not detract from the quality of their open space."

Amendment #2 of A Plan for the Neighborhoods of the 5th Ward proposes changing six of the proposed land uses -- Single Family, Light Industrial, Transportation/Utilities or Communications, Institutional/Community Facilities, Parks & Recreation, and Proposed Large Land Use (For Further Study) -- to the seventh proposed land use -- Mixed Use. This would, in effect, mean that the entire Redevelopment Area would be classified as Mixed Use. The Mixed Use designation would provide for the development of the National Geospatial-Intelligence Agency facility, as well as the needed flexibility for other proposed development projects and land uses if the proposed facility is not built on the site. Maps of the Neighborhood Plan's current proposed land uses and the proposed changes -- for the entire study area (see page ESS 1-5), as well as for the individual St. Louis Place (see page 10-13) and Carr Square neighborhoods (see page 7-6) -- are attached.

In addition to amending the Neighborhood Plan's proposed land use maps, text related to the topic of proposed land use in the Neighborhood Plan will be amended to match the map changes, as appropriate. Implementation of the proposed Chapter 99 Blighting Study and Redevelopment Plan for the Cass Ave., Jefferson Ave./Parnell St., Montgomery St., North 22nd St. Redevelopment Area would require significant rezoning, right-of-way vacations and a potential new street pattern on the former Pruitt-lgoe site. Any proposed rezoning and vacations of existing rights-of-way would be reviewed for conformity with the proposed land use map by the Planning Commission at a subsequent Planning Commission meeting.

Aerial Photography (2012)









Project Area Plan

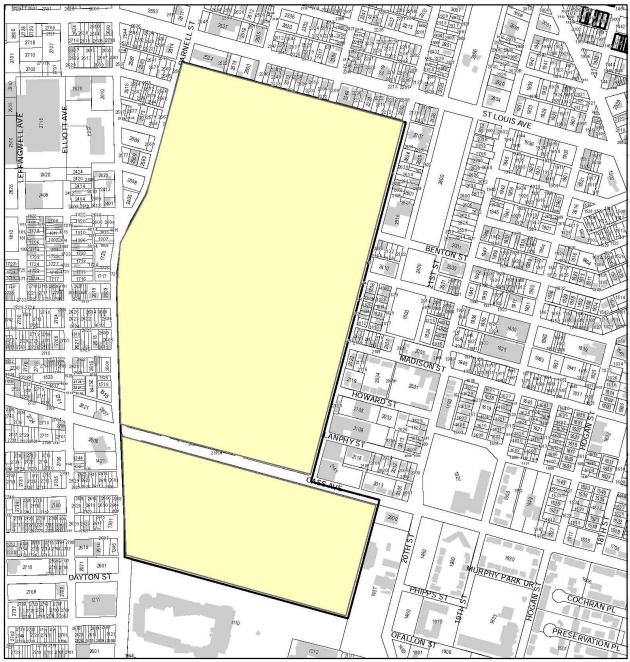


Exhibit C Project Area Plan

Cass Ave., Jefferson Ave/Parnell St., Montgomery St., North 22nd St. Redevelopment Area **Proposed Land Uses**

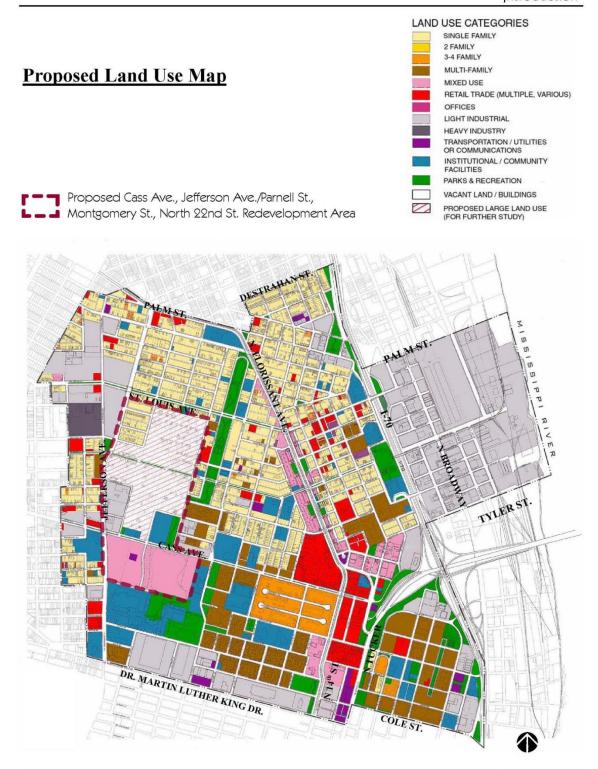
- Institutional, Commercial and/or Residential Use
 Project Area Boundary
- Buildings
- © 1234 City Block Number





Existing Neighborhood Plan's Proposed Land Use Map for Entire Study Area

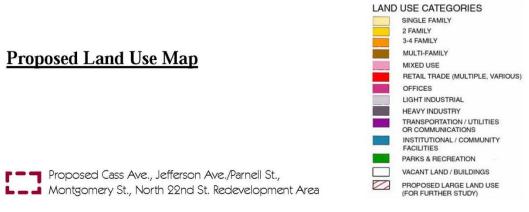
Introduction





Area of Existing Proposed Land Use Map for Entire Study Area to Change with Amendment #2

Introduction





A Plan for the Neighborhoods of the 5th Ward of St. Louis



ESS 1-5

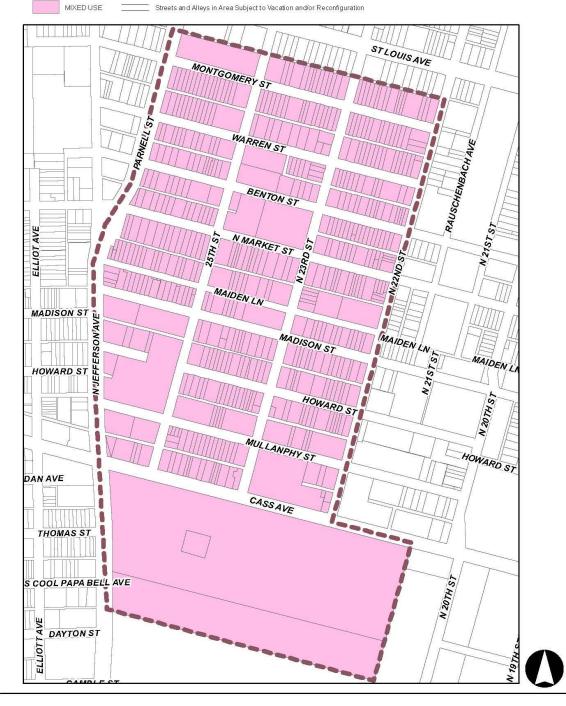
Insert of Area of Proposed Land Use Map to Change to Mixed Use

Proposed Change to Neighborhood Plan

Insert to Page ESS 1-5

Introduction

Proposed Land Use Map Proposed Cass Ave., Jefferson Ave JParnell St., Montgomery St., North 22nd St. Redevelopment Area

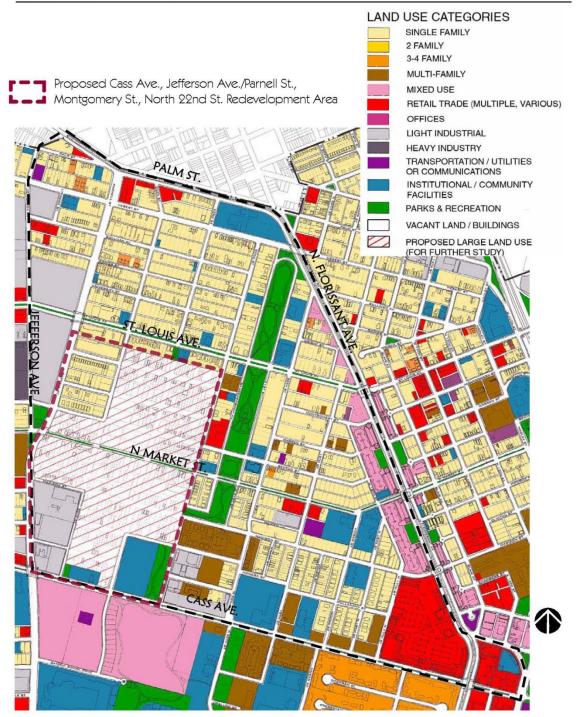


A Plan for the Neighborhoods of the 5th Ward of St. Louis

ESS 1-5

Existing Neighborhood Plan's Proposed Land Use Map for St. Louis Place Neighborhood

St. Louis Place Focus Area

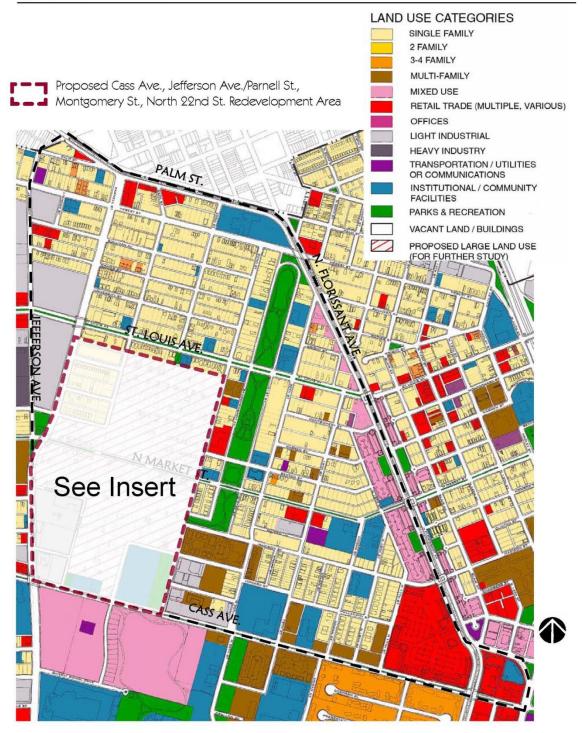


Proposed Land Use



Area of Existing Proposed Land Use Map for St. Louis Place Neighborhood to Change with Amendment #2

St. Louis Place Focus Area



Proposed Land Use



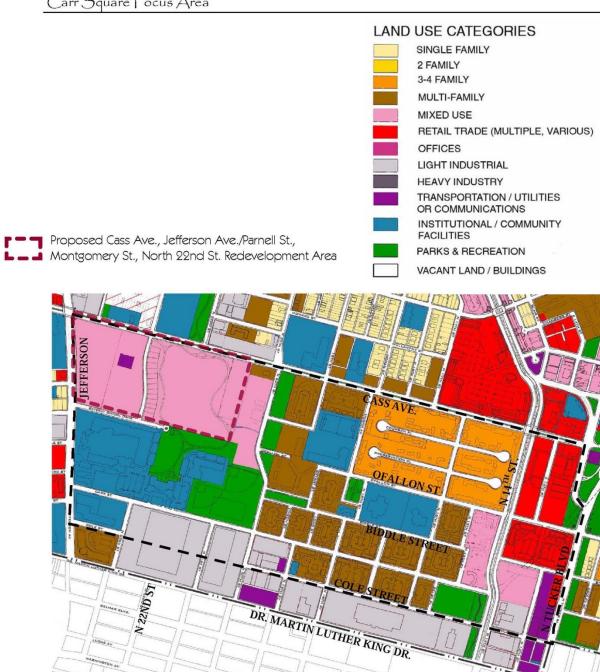
Insert of Area of Proposed Land Use Map to Change to Mixed Use

Proposed Change to Neighborhood Plan Insert to Page 10-13 St. Louis Place Focus Area

Proposed Land Use Map Proposed Cass Ave., Jefferson Ave./Parnell St., Montgomery St., North 22nd St. Redevelopment Area Streets and Alleys in Area Subject to Vacation and/or Reconfiguration DODIER ST UNIVERSITY ST WSTLOUISAVE ST LOUIS AVE STLOUISAVE MONTGOMERY BENTON ST MAIDEN LN MADISON ST MADISON ST MAIDEN HOWARD ST MULLANPHYSI HOWARD ST RIDAN AVE ES COOL PAPA BELL AVE

Existing Neighborhood Plan's Proposed Land Use Map for Carr Square Neighborhood

Carr Square Focus Area



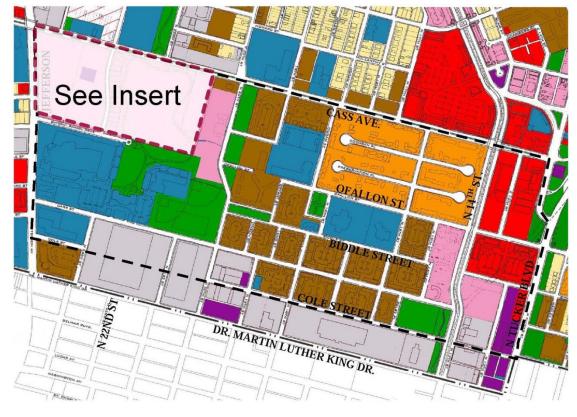
Proposed Land Use



Area of Existing Proposed Land Use Map for Carr Square Neighborhood to Change with Amendment #2

Carr Square Focus Area





Proposed Land Use



Insert of Area of Proposed Land Use Map to Change to Mixed Use

Proposed Change to Neighborhood Plan Insert to Page 7-6 Carr Square Focus Area

Proposed Land Use Map



